



## **Request for City Council Committee Action Community Planning & Economic Development**

Date September 2, 2003

To Intergovernmental Relations Committee

Submitted by Kim W. Havey, Director, Minneapolis Empowerment Zone, 673-5415

Approved by Lee Sheehy, CPED Executive Director

**Subject** 2004 State Bonding – Capital Budget Request

**Presenters in Committee** Kim W. Havey, Director, Minneapolis Empowerment Zone

### **Recommendation**

Authorize submittal of an \$18.625 million application to the 2004 State Bonding – Capital Budget request for two projects within the Minneapolis Empowerment Zone.

### **Financial Impact**

- |   |
|---|
| <p><input checked="" type="checkbox"/> No financial impact or Action is within current budget.</p> <p><input type="checkbox"/> Action requires an appropriation increase to the Capital Budget</p> <p><input type="checkbox"/> Action requires an appropriation increase to the Operating Budget</p> <p><input type="checkbox"/> Action provides increased revenue for appropriation increase</p> <p><input type="checkbox"/> Action requires use of contingency or reserves</p> <p><input type="checkbox"/> Other financial impact (Explain):</p> <p><input type="checkbox"/> Request provided to the Budget Office when provided to the Committee Coordinator</p> |
|---|

### **Previous Directives**

No previous directives for 2004 capital bonding.

### **Background/Supporting Information**

The Minneapolis Empowerment Zone is seeking to submit an \$18.625 million application to the 2004 Capital Budget Request. An application is due to the State by no later than November 1, 2004. The Empowerment Zone application includes two projects: Heritage Park (Near North infrastructure and Southeast Minneapolis Industrial (SEMI) Redevelopment Project Infrastructure.

The projects being recommended for funding are:

**Southeast Minneapolis Industrial (SEMI) Redevelopment Project Infrastructure - \$9,000,000:**

This request is for \$9,000,000 in state funding for design and construction of the primary stormwater management pond in SEMI. This pond will enable the redevelopment of vacant and underutilized land as phase I and II of a research park adjacent to the University and will enable the construction of roadways on the north and south sides of the SEMI area. This roadways will open additional land to redevelopment and take existing and anticipated industrial traffic away from the Como neighborhood and provide better service to existing light industrial development.

The initial phases of the Research Park will consist of approximately 400,000 square feet in four buildings. These will include a headquarters building for one company, two buildings that will be leased to local and national firms wanting to have research facilities near the University.

In addition to Phase I of the Research Park, the pond will serve the stormwater management needs of new projects as they are developed. The pond will also be an amenity as it will serve as public open space.

The project is of local, regional and statewide significance. It will lead to redevelopment of a 700-acre brownfield area in both Minneapolis and St. Paul. It will alleviate traffic problems in the area. The attendant Research Park will strengthen the University by enhancing its ability to attract and retain quality professors and students. It will also strengthen the State's economy by encouraging establishment and retention of technology based businesses. In light of the planned redevelopment of this area of SEMI it is anticipated that the research park will be included as a sub-zone of the newly legislated Bioscience Job Opportunity Business Zone.

**Heritage Park Infrastructure:**

This request is for \$9.625 million in state funding to construct public infrastructure improvements to support the new, mixed-income Heritage Park community in north Minneapolis. FLOYD B. OLSON MEMORIAL HIGHWAY will be reconfigured in the Heritage Park site to provide safe conditions, ready the median alignment for future busway or light rail, and slow traffic to posted speeds while maintaining Year 2020 traffic capacity. The four-phase Heritage Park project is transforming four former isolated public housing projects into an economically sustainable, mixed-income community. The new VAN WHITE MEMORIAL BOULEVARD will improve access to jobs, schools, services and recreation for this traditionally low-income, amenity poor neighborhood, and will address safety issues, overcome barriers, support walking and biking, calm traffic, and improve aesthetics. The boulevard will be transit-ready and will include a bike path connecting to the Cedar Lake commuter trail and the future Bassett Creek Trail. RESIDENTIAL STREET AND SEWER WORK will replace and reconfigure infrastructure to better support well-connected, walkable, traditionally scaled residential housing areas.

- 1) ***Name of the local government or political subdivision that is submitting the request.***

City of Minneapolis

- 2) ***Project title.***

Minneapolis Empowerment Zone – Heritage Park Redevelopment Project

- 3) ***Project priority number (if the applicant is submitting multiple requests).***

Priority 1 of 1 (City of Minneapolis Empowerment Zone)

- 4) ***Project location.***

North Minneapolis, one mile from downtown

- 5) ***Total project cost (all funding sources – all years – for all capital costs).***

<b>HERITAGE PARK - Sources and Uses Summary</b>			
<b>USES</b>		<b>SOURCES</b>	
Planning, Site Prep, Infrastructure	<b>Total</b>	<i>Federal</i>	<b>Total</b>
Predevelopment & Master Planning	\$3,055,000	Federal DOT – BCV Segment	\$10,000,000
Public Infrastructure: mapping, EAW, surveys, platting, environmental & geotechnical studies, etc.	\$1,952,000	TEA-21 & AHED	\$1,950,000
Project Management	\$1,243,000	EPA	\$100,000
Former Public Housing Demolition	\$9,677,900	Hollman Replacement Funds	\$17,085,000
Former Public Housing Resident Disposition/Relocation	\$25,300,000	MPHA (Phase I-IV) Housing Comp Grant Funds	\$1,191,000
Private Site Acquisition for Rental	\$1,550,000	MPHA (Wick Drain Reimbursement)	\$870,000
Private Site Acquisition for Ownership	\$900,000	Other HUD Funds	\$17,622,000
Private Site Acquisition/ Relocation/ Demo for Van White Mem. Blvd.	\$6,400,000	Hope VI Senior Public Housing	\$12,236,000
Contamination Remediation	\$3,104,000	Hope VI Site Prep/Infrastructure	\$1,964,000
Land Preparation for housing	\$3,735,000	Other Federal Funds (Housing)	\$0
Public Infrastructure & Open Space Construction	\$58,232,000	<i>Subtotal</i>	<i>\$63,018,000</i>
Interest on Section 108 Loan	\$289,000		
<i>Subtotal</i>	<i>\$115,437,900</i>	<i>State &amp; Regional</i>	
		State Bond Funds for the Empowerment Zone	\$2,900,000
		State Bond Funds for the Empowerment Zone	\$9,625,000
		Metropolitan Council - Livable Communities	\$4,850,000
		Metropolitan Council - Water Quality	\$100,000
		Metropolitan Council - Environmental	\$396,000
		MnDTEd - Environmental Clean-up Funds	\$843,000
		MHFA (Deferred Loan)	\$4,734,000
		MHFA (First Mortgage)	\$8,073,000
		Other State & Regional Funds	\$0

		Other State & Regional Funds (Housing)	\$550,000
		<i>Subtotal</i>	<i>\$32,071,000</i>
		<i>Hennepin County</i>	
		Hennepin County (Environmental Response Fund)	\$495,000
		Hennepin County (Bridge Construction)	\$7,938,000
		Hennepin County (Housing Funds)	\$704,400
		<i>Subtotal</i>	<i>\$9,137,400</i>
<u>Housing Development (Rental Development)</u>		<i>Local</i>	
Construction, financing, construction interest, marketing,		City Capital Improvement Program	\$10,000,000
developer fees, contingency	\$59,058,300	Tax Increment Bond Proceeds	\$7,900,000
		Special Assessment Bond Proceeds	\$9,200,000
<u>Housing Development (For-Sale Development)</u>		Public Works Water and Sewer Funds	\$1,545,000
Construction, financing, construction interest, marketing,		Middle Mississippi Watershed Levy	\$5,500,000
reserves, developer fees, contingency	\$55,800,000	Empowerment Zone (Master Plan/Predevelopment)	\$1,425,000
		Empowerment Zone (Phase II Site Prep)	\$725,000
		Empowerment Zone (Phase 2 Rental Housing)	\$500,000
		MCDA Housing Funds (MF Rental & Coop. Funds)	\$3,815,800
		MCDA Housing Funds (Tax Exempt HRB)	\$11,500,000
		McKnight Foundation	\$200,000
		Family Housing Fund	\$3,180,000
		MBA Reimbursement to City	\$678,000
		Other Local Funds	\$0
		<i>Subtotal</i>	<i>\$56,168,800</i>
		<i>Private Sources</i>	
		Market Rate Debt - For Sale Development	\$55,800,000
		Private Debt - Rental Development	\$14,101,000
		<i>Subtotal</i>	<i>\$69,901,000</i>
<b>Grand Total</b>	<b>\$230,296,200</b>	<b>Grand Total</b>	<b>\$230,296,200</b>

**6) Request for state funds in 2004.**

\$9.625 million

**7) Additional state funds to be requested for subsequent project costs/phases in 2006.**

\$0

**8) Additional state funds to be requested for subsequent project costs/phases in 2006.**

The magnitude of this project requires it to seek out all funding sources that are applicable and available. These funds are dedicated mainly to public infrastructure improvements. These improvements will need to be completed by 2006. At the present time, it is not anticipated that it will be necessary to request additional state funds in 2006.

**9) Non-state funds available or to be contributed to the project (list the dollar amount and sources – federal, city, private, or other)**

Please see response to Question 5.

**10) Project description and rationale (two pages maximum). The very first sentence of this narrative should identify what is being requested. Example: “This request is for \$x in state funding to acquire land, predesign, design, construct, furnish and equip a new such-and-such facility for such-and-such purposes”. Explain whether the project has local, regional or statewide significance – and why.**

This request is for \$9.625 million in state funding to construct public infrastructure improvements to support the new, mixed-income Heritage Park community in north Minneapolis. FLOYD B. OLSON MEMORIAL HIGHWAY will be reconfigured in the Heritage Park site to provide safe conditions, ready the median alignment for future busway or light rail, and slow traffic to posted speeds while maintaining Year 2020 traffic capacity. The four-phase Heritage Park project is transforming four former isolated public housing projects into an economically sustainable, mixed-income community. The new VAN WHITE MEMORIAL BOULEVARD will improve access to jobs, schools, services and recreation for this traditionally low-income, amenity poor neighborhood, and will address safety issues, overcome barriers, support walking and biking, calm traffic, and improve aesthetics. The boulevard will be transit-ready and will include a bike path connecting to the Cedar Lake commuter trail and the future Bassett Creek Trail. RESIDENTIAL STREET AND SEWER WORK will replace and reconfigure infrastructure to better support well-connected, walkable, traditionally-scaled residential housing areas.

Heritage Park is a 143-acre project located in the heart of Minneapolis -- one mile from downtown -- and close to major regional transportation routes – that is forming a new tax base by redeveloping the former site of 100% public housing into a mixed-income, high amenity community, pursuant to the 1995 Hollman Consent Decree. The Consent Decree was the result of a 1992 class action segregation lawsuit entitled *Hollman vs. Cisneros*. Defendants were the City of Minneapolis, Minneapolis Community Development Agency (MCDA), Minneapolis Public Housing Authority (MPHA), U.S. Department of Housing and Urban Development (HUD), and Metropolitan Council. To achieve successful and sustainable deconcentration of poverty, a mixed-income community must be created, and amenities and connections are key to making the area, traditionally isolated and amenity-poor, attractive to a full range of homebuyers and renters. THIS IS A GOAL OF STATEWIDE AND REGIONAL SIGNIFICANCE.

Isolation of the public housing residents, despite proximity to downtown and major transportation routes, was a key issue that impelled the 1992 lawsuit. Reconnection of essential infrastructure, along with reintroduction of amenities wiped out for early immigrant housing, are needed to transform the area, overcome the stigma, and return connectedness, amenities and walkability available throughout the rest of the city. Safety needs to be heightened for pedestrians and transit users, and access to jobs, education and services for residents of north Minneapolis neighborhoods needs to be improved. The available labor force of north Minneapolis will be much better connected to downtown jobs and to the service jobs now situated in south Minneapolis.

Because of the magnitude of this project, the City is pursuing multi-year non-state and state funding from a variety of sources. \$2.9 million state bonding funds granted

previously amount to approximately 1% of the entire project. If an additional \$9.625 million is awarded in 2004, for a new total to-date of \$12.525 million, state bonding funds will amount to approximately 5% of the entire project. State bond funding for basic infrastructure will help to leverage numerous commitments of foundation, private and other public resources that are contingent upon public investment in infrastructure. Because of the high rate of poverty in the Empowerment Zone, the funds requested from state bonding are a significant step toward expanding the tax base, creating affordable housing and laying the foundations of a sustainable community. The public investment in infrastructure improvements will not only support new mixed-income housing in Heritage Park, but also provide the economic catalyst for private reinvestment in the much broader surrounding community.

**Heritage Park will achieve many statewide goals and will have a positive impact on the state and the region. Both brownfield clean-up, and the innovative storm water management system with wetland infiltration areas and ponds on areas poorly suited to new housing, advance the environmental goals of the state. The water features will be the focal point of new and upgraded parks surrounded by new housing. The new streets and enhanced street system will re-connect the community and improve access to housing, jobs and services.**

Moreover, the project fulfills an important State mission by deconcentrating poverty and reducing the disparity between minority and other populations. Heritage Park is a key demonstration project in Minneapolis' Empowerment Zone. The City's Empowerment Zone designation stems from a disparity of incomes between minority and other populations that is among the most severe in the nation. The Heritage Park project itself is the consequence of a lawsuit brought to end concentration of poverty. Not only does Heritage Park stand as a national model for developing mixed-income communities, but it is also the economic catalyst for other surrounding marginal areas.

The project is clearly of local, regional and statewide significance. Located one mile from downtown Minneapolis – the state's most significant economic subregion – the near northside is ideally situated to help fire the most significant economic engine in the state. Connections with respect to housing, employment and transportation are ideal, considering the availability and proximity of service-related and other entry-level jobs found in this urban center coupled with available (and close) public transit connections. But for support from state programs, and other programs of regional and federal scope, the City can neither construct nor refurbish basic infrastructure, nor achieve the amenities that are needed to transform the area following decades of degradation.

With the strong desire at the local, regional, state and federal level to create more affordable housing, Heritage Park is a model example of how to add 400 units of affordable housing without negative effects on property values of middle- and upper-income housing. In addition, the creation of affordable housing units in close proximity to industrial, retail and commercial centers is a hallmark of sustainable economic development practices. With its multi-modal and mixed-income/mixed-density innovations, the project is a model of Smart Growth and essential to strengthening the urban core, vital for the health of the region and the state.

This project would not create statewide inequities between local jurisdictions. Any Minnesota community facing the problems of the near north neighborhood needs State help. The sheer size of the social and economic problems in near north creates a need that is only matched by the Iron Range, and its plant closings.

**11) Identify who will own the facility. Identify who will operate the facility.**

The City of Minneapolis will own, operate and maintain Van White Memorial Boulevard, the residential street system and other City right-of-way improvements. Floyd B. Olson Memorial Highway, TH55, is owned and operated by the Minnesota Department of Transportation (Mn/DOT). Within Minneapolis, this section of TH55 is maintained by the City of Minneapolis under agreement with Mn/DOT.

**12) Identify total project costs for each of the following categories: land acquisition, predesign, schematic design, design development, preparation of bid documents; construction costs; furniture & equipment, and relocation costs.**

<b>2004 Capital Budget Request</b>	
<b><i>Component 1: Reconfiguration of Floyd B. Olson Memorial Highway</i></b>	
Land Assembly (none)	0
Predesign (complete)	0
Finalization of schematic design, Design development, and Preparation of bid documents	\$532,000
Construction costs	5,068,000
<i>Total</i>	<b>\$5,600,000</b>
<b><i>Component 2: Van White Memorial Boulevard –final neighborhood connections</i></b>	
Land Assembly (fully funded)	0
Predesign (complete)	0
Finalization of schematic design, Design development, and Preparation of bid documents Schematic design	234,000
Construction costs	1,891,000
<i>Total</i>	<b>\$2,125,000</b>
<b><i>Component 3: Final phase of residential street and sewer work</i></b>	
Land Assembly (none)	0
Predesign (complete)	0
Finalization of schematic design, Design development, and Preparation of bid documents Schematic design	152,000
Construction costs	1,748,000
<i>Total</i>	<b>\$1,900,000</b>
<b><i>TOTALS for all three 2004 state bond request components:</i></b>	
Finalization of schematic design, Design development, and Preparation of bid documents Schematic design	918,000
Construction costs	8,707,000
<b><i>Total amount of request</i></b>	<b>\$9,625,000</b>

This project has been deemed to be exempt from state predesign activities.

- 13) Identify the total square footage of the current facility and new square footage requested for the project.**

Not applicable.

- 14) Project schedule. Identify the date (month/year) when construction crews are expected to first arrive on site, and the date (month/year) when construction will be completed with a certificate of occupancy obtained.**

Timeline

**Demolition** of the four former public housing developments began in 1997 and was completed in 2000.

**Phase 1:** Public infrastructure construction is nearly complete and was assisted by \$2.9 million in Year 2000 State Bond funding. The first Phase 1 housing units were occupied in November 2002, and Phase 1 Rental housing will be complete in Fall 2003. Phase 1 For-Sale housing is getting underway in Fall 2003.

**Phases 2, 3 and 4:** In July 2004 the crews will start the public infrastructure construction components for which the Year 2004 state bond funds are sought to finalize critical neighborhood connections and provide essential infrastructure for new housing. Construction has already started on Phase 2 Rental homes, with occupancy targeted in Fall 2004. In early 2004, construction will commence for the Phase 2 For-Sale homes, the Phase 3 Rental homes, and an additional 100 units of senior public housing. All four phases are planned to be complete in approximately 2007.

- 15) Identify any new or additional state operating dollars that will be requested for operation of the project (cite the amount and year, if applicable).**

No state operating funds will be requested.

- 16) Attach a resolution of support from the governing body of the applicant, if available.**

*The Minneapolis City Council resolution has been forwarded to the Department of Finance and is also attached.*

- 17) Project contact person, title, address, phone, fax, and email (a project spokesperson who is knowledgeable on the project and can answer detailed questions).**

*Darrell Washington  
Heritage Park Project Manager  
City of Minneapolis  
105 5<sup>th</sup> Avenue South  
Minneapolis MN 55401  
Phone: (612) 673-5174*



*Fax: (612) 673-5293*

*Email: [darrell.washington@mcdca.org](mailto:darrell.washington@mcdca.org)*

*Kim W. Havey*

*City of Minneapolis Empowerment Zone Director*

*105 5<sup>th</sup> Avenue South*

*Minneapolis MN 55401*

*Phone: (612) 673-5016*

*Fax: (612) 673-5293*

*Email: [kim.havey@ci.minneapolis.mn.us](mailto:kim.havey@ci.minneapolis.mn.us)*

*Lois Eberhart, City of Minneapolis*

*Heritage Park Open Space & Infrastructure Project Manager*

*City of Minneapolis*

*105 5<sup>th</sup> Avenue South*

*Minneapolis MN 55401*

*Phone: (612) 673-5041*

*Fax: (612) 673-5293*

*Email: [lois.eberhart@ci.minneapolis.mn.us](mailto:lois.eberhart@ci.minneapolis.mn.us)*

(NEW DOCUMENT)

**10) Name of the local government or political subdivision that is submitting the request.**

City of Minneapolis

**11) Project title.**

South East Minneapolis Industrial (SEMI) Redevelopment Project-Infrastrucutre

**12) Project priority number (if the applicant is submitting multiple requests).**

Priority 1 of 1 (City of Minneapolis Empowerment Zone)

**13) Project location.**

Southeast Minneapolis, adjacent to the University of Minnesota east bank campus, North of University Avenue and two miles from downtown.

**5) Total project cost (all funding sources – all years – for all capital costs).**

**SOURCES**

Private debt/equity	63,000,000
Land sale proceeds	1,300,000
DTED Redevelopment Grant	689,000
Empowerment Zone	1,000,000
State Bonds	11,940,000
DEED & MC remediation grants	3,000,000
MSA	3,829,000
TEA-21	5,500,000
Tax Increment	6,400,000
Special Assessments	2,325,000
Middle Mississippi watershed	6,000,000
<b>TOTAL</b>	<b>104,983,000</b>

**USES**

Kasota Parkway and West Granary Parkway (including acquisition)	14,643,000
Stormwater Pond	3,000,000
25th Ave SE	370,000
Pollution remediation	2,000,000
Sanitary Sewer	1,220,000
Contamination	1,000,000
Water Supply	1,000,000
Acquisition	1,700,000
Building Construction	80,050,000
<b>TOTAL</b>	<b>104,983,000</b>

**6) Request for state funds in 2004.**

\$9 million. This total funding request is made because we did not receive requested bonds in 2002 or 2003 and if fully funded will not request funding additional funding in 2005 and 2006

7) ***Additional state funds to be requested for subsequent project costs/phases in 2005.***

\$0

8) ***Additional state funds to be requested for subsequent project costs/phases in 2006.***

None

9) ***Non-state funds available or to be contributed to the project (list the dollar amount and sources – federal, city, private, or other)***

Category	Amount in Millions	Percentage of Total
Federal		7%
• Empowerment Zone	1.00	
• US Department of Transportation (TEA-21)	5.50	
Subtotal	\$6.50	
City/MCDA		11%
• Land Lease/Sale	1.30	
• City Capital Improvements Program and Sewer Fees	6.15	
• Tax Increment Bond Funds	6.40	
Subtotal	\$13.85	
Other Public (Non-State) Sources		5%
• Middle Mississippi Watershed District Levy	6.00	
Subtotal	\$6.00	
Private Sources		65%
• Private Debt and Equity	63.00	
Subtotal	\$63.00	

10) ***Project description and rationale (two pages maximum). The very first sentence of this narrative should identify what is being requested. Example: “This request is for \$x in state funding to acquire land, predesign, design, construct, furnish and equip a new such-and-such facility for such-and-such purposes”. Explain whether the project has local, regional or statewide significance – and why.***

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will enable the construction of roadways on the north and south sides of the SEMI area. This roadways will open additional land to redevelopment and take existing and anticipated industrial traffic away from the Como neighborhood and provide better service to existing light industrial development.

The initial phases of the Research Park will consist of approximately 400,000 square feet in four buildings. These will include a headquarters building for one company, two buildings that will be leased to local and national firms wanting to have research facilities near the University.

In addition to Phase I of the Research Park, the pond will serve the stormwater management needs of new projects as they are developed. The pond will also be an amenity as it will serve as public open space.

The project is of local, regional and statewide significance. It will lead to redevelopment of a 700-acre brownfield area in both Minneapolis and St. Paul. It will alleviate traffic problems in the area. The attendant Research Park will strengthen the University by enhancing its ability to attract and retain quality professors and students. It will also strengthen the State's economy by encouraging establishment and retention of technology based businesses. In light of the planned redevelopment of this area of SEMI it is anticipated that the research park will be included as a sub-zone of the newly legislated Bioscience Job Opportunity Business Zone.

**11) Identify who will own the facility. Identify who will operate the facility.**

The City of Minneapolis will own, operate and maintain the street system, right-of-way improvements, regional stormwater ponds and public space surrounding the ponds.

**13) Identify total project costs for each of the following categories: land acquisition, predesign, schematic design, design development, preparation of bid documents; construction costs; furniture & equipment, and relocation costs.**

<b>2004 Capital Budget Request</b>	
Land Assembly	2,000,000
Predesign	50,000
Schematic design	0
Design development	300,000
Preparation of bid documents	0
Construction costs	6,650,000
<i>Total</i>	<b>\$9,000,000</b>

**13) Identify the total square footage of the current facility and new square footage requested for the project.**

300,000 square feet initially and 700,000 square feet following construction of phase 2.

- 15) *Project schedule. Identify the date (month/year) when construction crews are expected to first arrive on site, and the date (month/year) when construction will be completed with a certificate of occupancy obtained.***

Timeline

Construction crews are expected to start work in the spring of 2004. Construction will include pollution remediation, pond construction. Construction and pollution remediation will occur concurrently. Building construction of the initial 300,000 square feet is expected to be completed in the fall of 2005. Construction of the next 400,000 square feet will begin in 2006.

**Phase 1**, Initial design was completed as part of the SEMI Alternate Urban Areawide Review (AUAR). All but final design work has been completed.

**Phase 2** construction of public infrastructure will begin in 2004 with construction of the pond and initiation of the primary stormwater lines feeding the pond.

**Phase 3** construction of the east-west road in the north portion of SEMI will begin in 2004.

- 15) Identify any new or additional state operating dollars that will be requested for operation of the project (cite the amount and year, if applicable).**

No state operating funds will be requested.

- 18) Attach a resolution of support from the governing body of the applicant, if available.**

*The Minneapolis City Council will forward a resolution of support.*

- 19) Project contact person, title, address, phone, fax, and email (a project spokesperson who is knowledgeable on the project and can answer detailed questions).**

*Jim Forsyth (Project Spokesperson)  
SEMI Project Manager  
Minneapolis Community Development Agency  
105 5<sup>th</sup> Avenue South  
Minneapolis MN 55401  
Phone: (612) 673-5179  
Fax: (612) 673-5113  
Email: [jim.forsyth@mcdca.org](mailto:jim.forsyth@mcdca.org)*

*Kim W. Havey  
Minneapolis Empowerment Zone  
105 5<sup>th</sup> Avenue South, Suite 200  
Minneapolis, MN 55401  
Phone: 612-673-5016  
Fax: 612-673-5293  
Email: [kim.havey@ci.minneapolis.mn.us](mailto:kim.havey@ci.minneapolis.mn.us)*